

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY TOKYO

C O N F I D E N T I A L STATE 028193

FOL TEL FROM SECSTATE WASHDC DATEF

RFEB 12, 1974 TO

MEXICO, BRASIALIA BUENOS AIRES ANKARA NAIROBI NEW EDELHI MANILA

ISLAMABAD INFO GENEVA USUN AND DAKAR IS REPTED:

QUOTE C O N F I D E N T I A L STATE 028193

E.O. 11652:N/A

TAGS:SENV

SUBJECT: SECOND MEETING UNEP GOVERNING COUNCIL, MARCH 11-

22, 1974

1. UNEP GOVERNING COUNCIL (GC) WILL HOLD ITS SECOND SESSION IN NAIROBI, KENYA, MARCH 11-22, 1974. FIRST SESSION (GC-I), HELD IN GENEVA, JUNE 1973. RESULTED IN DECISIONS ON PROCEDURAL AND ORGANIZATIONAL MATTERS AND ON PROGRAM PRIORITIES, WHICH, WHILE NOT FULLY SATISFACTORY FROM U.S. POINT OF VIEW, NEVERTHELESS LAID BASIS FOR GLOBAL ENVIRONMENT PROGRAM CONSISTENT WITH U.S. OBJECTIVES. RESULTS FIRST SESSION, HOWEVER, ACHIEVED IN ATMOSPHERE OF NEAR CONFRONTATION BETWEEN DEVELOPED AND DEVELOPING COUNTRIES ON THREE MAJOR ISSUES: (A) UNEP PROGRAM PRIORITIES; (B) CONSTRAINTS ON USE OF UNEP ENVIRONMENT FUND; (C) ROLE OF EXECUTIVE DIRECTOR IN ADMINISTERING PROGRAM.

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2. IN RECENT INFORMAL DISCUSSIONS WITH REPS OTHER DEVELOPED COUNTRIES, IT WAS RECOGNIZED THAT PREPARATIONS FOR FIRST SESSION UNEP-GC WERE DEFECTIVE SINCE VIRTUALLY NO CONSULTATIONS TOOK PLACE BETWEEN DCS AND LDCS PRIOR SESSION. ACCORDINGLY, IT WAS AGREED THAT SPECIAL EFFORTS SHOULD BE MADE THIS TIME TO CONSULT AND EXCHANGE VIEWS WITH SELECTED LDCS IN EFFORT ENSURE MORE PRODUCTIVE ATMOSPHERE. ALTHOUGH IT RECOGNIZED THAT EACH COUNTRY FREE CONDUCT SUCH CONSULTATIONS AS IT WISHED, IT WAS AGREED U.S. WOULD MAKE SPECIAL EFFORTS

EXCHANGE VIEWS WITH MEXICO, BRAZIL, ARGENTINA AND TURKEY. ADDRESSEE POST SHOULD NOT, REPEAT NOT, REFER TO FOREGOING IN DISCUSSIONS WITH OFFICIALS THEIR HOST COUNTRIES.

3. PROVISIONAL AGENDA FOR SECOND SESSION (UNEP/GC/11) JUST RECEIVED IN DEPT. AND PRESUMABLY ALSO AVAILABLE OTHER CAPITALS. COPIES HAVE BEEN AIR POUCHED ADDRESSEES.

4. IN PRESENTING AGENDA, EXECUTIVE DIRECTOR (ED) HAS SUGGESTED, IN REFERENCE ITEM 3-AGENDA AND ORGANIZATION OF WORK OF SESSION, THAT COUNCIL ESTABLISH AT OUTSET TWO SESSIONAL COMMITTEES, ONE TO DEAL WITH ITEM 8-ENVIRONMENT PROGRAM, THE MAJOR SUBSTANTIVE ITEM ON AGENDA, AND OTHER TO DEAL WITH ITEMS 9 AND 10, PROCEDURAL AND FINANCIAL MATTERS. IN VIEW LENGTH AND SCOPE OF AGENDA, WE STRONGLY OF OPINION THAT COUNCIL SHOULD AGREE ED'S RECOMMENDATIONS ON ORGANIZATION OF WORK. WE BELIEVE THIS ESSENTIAL IF GC-II TO DEAL EFFECTIVELY WITH ITS EXTENSIVE AGENDA. AT ITS FIRST SESSION, COUNCIL DID NOT ESTABLISH SESSIONAL WORKING MACHINERY UNTIL LATE IN SESSION AND THEN WAS ABLE AGREE ONLY ESTABLISHMENT COMMITTEE CONSIDER GENERAL PROCEDURES. IMPORTANT QUESTION OF PROGRAM PRIORITIES DEALT WITH IN SPONTANEOUS AND UNOFFICIAL WORKING GROUP WHICH ABLE REACH AGREEMENT ONLY EARLY ON MORNING OF FINAL MEETING AFTER ALL-NIGHT SESSION.

5. MAJOR ITEM ON AGENDA IS ITEM 8, ENVIRONMENT PROGRAM, INCLUDING RECOMMENDATIONS ON PRIORITY ACTIVITIES. PRINCIPAL DOCUMENT THIS ITEM (UNEP/GC/14/ADD.2) JUST RECEIVED IN DEPT. AND IS NOW UNDER REVIEW. US HAS EMPHASIZED IN INFORMATIONAL

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MAL CONVERSATIONS AND IN ITS STATEMENT IN UNGA SECOND COMMITTEE DISCUSSION THAT IT ESSENTIAL ED PREPARE FOR GC-II CONSIDERATION PROGRAM RECOMMENDATIONS "WHICH WOULD BE RESPONSIVE ON THE BROADEST POSSIBLE BASIS TO THE ENVIRONMENTAL CONCERNS OF ALL COUNTRIES, BIG AND SMALL, DEVELOPED AND DEVELOPING, INDUSTRIAL AND AGRARIAN." IN OUR VIEW, CURRENT PROGRAM DOCUMENT MAKES COMMENDABLE EFFORT TOWARD BALANCING OUT PROGRAM ACTIONS REPRESENTING BROAD SPECTRUM

OF DC-LDC INTERESTS. HOWEVER, WE BELIEVE IT WOULD BE USEFUL TO SELECT FROM THE BROAD LIST OF UNEP PRIORITY TOPICS, ITEMS FOR MAJOR ATTENTION IN THE IMMEDIATE FUTURE. THIS WILL PERMIT ED TO EMPHASIZE DEVELOPMENT OF A FEW PROGRAMS OF INTEREST TO BOTH DEVELOPED AND DEVELOPING COUNTRIES. AT ITS FIRST MEETING, THE GOVERNING COUNCIL SELECTED MONITORING, HEALTH CRITERIA FOR POLLUTANTS AND INFORMATION REFERRAL FOR EMPHASIS. AS A BASIS FOR DISCUSSION, WE WOULD PROPOSE THAT THE FOLLOWING PRIORITY ITEMS BE EMPHASIZED BY THE GOVERNING COUNCIL AT ITS SECOND MEETING: CONSERVATION OF GENETIC RESOURCES, INCLUSION OF ENVIRONMENTAL CONCERNS

IN DEVELOPMENT PROJECTS, TRAINING AND TECHNICAL ASSISTANCE, CONTROL OF MARINE POLLUTION, RESEARCH ON HUMAN SETTLEMENTS AND ECOSYSTEM MANAGEMENT PROBLEMS, ANALYSES OF THE COSTS OF INDUSTRIAL ENVIRONMENTAL CONTROLS. WE WOULD WELCOME COMMENTS ON THESE OR OTHER SUGGESTED PRIORITIES.

6. WITH REGARD TO CONSTRAINTS ON THE USE OF THE UNEP ENVIRONMENT FUND, BECAUSE MOST ENVIRONMENTAL ACTIONS MUST BE TAKEN NATIONALLY, THE GOVERNING COUNCIL HAS RECOGNIZED THAT THE PROPER DIRECTION FOR ACTION BY UNEP, AS AN INTERNATIONAL ORGANIZATION, IS IN THE AREA OF REGIONAL AND GLOBAL PROGRAMS DESIGNED TO IMPROVE THE WORLD ENVIRONMENT. WE SUPPORT THIS VIEW. IN ADDITION, THE U.S. VOLUNTARY CONTRIBUTION TO THE FUND IS DEPENDENT ON UNEP'S UNDERTAKING PROGRAMS AIMED AT "ENVIRONMENTAL" RATHER THAN DEVELOPMENT CONCERNS. THEREFORE, THOSE ACTIVITIES WHOSE MAIN OBJECTIVES ARE INCREASED PRODUCTION OR ECONOMIC DEVELOPMENT ARE WITHIN THE PURVIEW OF DEVELOPMENT ASSISTANCE PROGRAM RATHER THAN BEING DEFINED AS "ENVIRONMENTAL."

7. ONE OF DIFFICULT ISSUES WHICH AROSE AT FIRST GC SESSION
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WAS DEGREE DISCRETION AND FLEXIBILITY TO BE ACCORDED TO ED IN UNEP GENERAL PROCEDURES FOR DAY-TO-DAY IMPLEMENTATION OF GC APPROVED PROGRAM. US AND OTHER DCS URGED THAT CONSIDERABLE DISCRETION AND FLEXIBILITY MUST RESIDE IN ED AND THAT THE GC SHOULD NOT GET INVOLVED IN DETAILED CONSIDERATION OF INDIVIDUAL PROJECTS. OTHERWISE, GC WOULD QUICKLY BOG DOWN IN MINUTIA TO THE DETRIMENT OF ITS IMPORTANT POLICY-MAKING ROLE. WHILE MUTUALLY ACCEPTABLE DC-LDC SOLUTION ULTIMATELY ARRIVED AT, IT REMAINS POSSIBLE, OF COURSE, FOR ANY MEMBER OF GC TO REOPEN MATTER. US STRONGLY BELIEVES THAT THIS WOULD BE MISTAKE. WE BELIEVE IT ESSENTIAL ED BE GIVEN MAXIMUM FLEXIBILITY DEAL WITH DAY-TO-DAY IMPLEMENTATION OF PROGRAM WITH, OF COURSE, MAXIMUM ACCOUNTABILITY TO GC FOR RESULTS. EQUALLY, WE BELIEVE ED MUST BE GIVEN FULL SUPPORT IN HIS VITAL COORDINATING ROLE VIS-A-VIS OTHER UNITS OF UN

FAMILY IN DEVELOPING OVERALL UN-WIDE ENVIRONMENT PROGRAM.

8. HUMAN SETTLEMENTS SUBJECT WILL BE CONSIDERED UNDER ITEM 11 OF AGENDA, AN AREA OF PRIMARY IMPORTANCE TO LDCS. UNDER THIS ITEM, COUNCIL WILL RECEIVE PROGRESS REPORT ON UN CONFERENCE-EXPOSITION WHICH SCHEDULED FOR VANCOUVER, CANADA, IN MAY-JUNE 1976. COUNCIL WILL ALSO CONSIDER UNDER THIS ITEM THE QUESTION OF THE ESTABLISHMENT OF AN INTERNATIONAL OR FINANCIAL INSTITUTION FOR HUMAN SETTLEMENTS. THIS ITEM ORIGINATED IN REC.17 OF STOCKHOLM CONFERENCE. SUBSEQUENTLY, GA, IN RES. 2999 (XXVII), ENDORSED ESTABLISHMENT SUCH FUND IN PRINCIPLE AND REQUESTED SYG PREPARE REPORT. REPORT HAS NOW BEEN PREPARED BY PANEL (FYI: WITH FORMER US AMBASSADOR TO ECOSOC ZAGORIN AS SECRETARY OF PANEL. END FYI). IT IS REPORT THIS PANEL WHICH WILL BE CONSIDERED BY COUNCIL. THIS HAS BEEN TROUBLESOME ISSUE FOR US WHICH VOTED AGAINST RECOMMENDATION 17 AT STOCKHOLM AND AGAINST UNGA RES. 2999 REF. ABOVE. PANEL REPORT NOT YET FORMALLY CIRCULATED BY UNEP AND OUR PREPARATIONS THIS ITEM THEREFORE SEVERELY HAMPERED. (FYI WE HAVE SEEN DRAFT REPORT WHICH WE BELIEVE HAS BEEN MADE WIDELY AVAILABLE TO OTHER COUNTRIES AS WELL. END FYI). RECOGNIZING THIS ITEM WIDELY SUPPORTED BY LDCS, HOWEVER, U.S. STILL HAS SERIOUS DOUBTS RE FUND'S VIABILITY. WE CONCERNED THAT THERE COULD BE MAJOR EFFORT FORCE FINAL GC RECOMMENDATION THIS SESSION. THIS WOULD BE PREMATURE PARTICULARLY SINCE SO MANY QUESTIONS STILL UNANSWERED. WE CONFIDENTIAL

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BELIEVE THIS ITEM SHOULD BE CONSIDERED CONTEXT OF PREPARATIONS FOR VANCOUVER MEETING.

ACTION REQUESTED:

9. FOR MEXICO CITY, BA, RIO, ANKARA: REQUEST EMBASSY EXCHANGE VIEWS WITH APPROPRIATE OFFICIALS (INCLUDING, IF AT ALL POSSIBLE, HEAD OF DELEGATION FORTHCOMING NAIROBI MEETING) AND INFO
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